

Message Text

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TO AMEMBASSY BOGOTA IMMEDIATE

AMEMBASSY SAN JOSE IMMEDIATE

INFO ALL AMERICAN REPUBLIC DIPLOMATIC POSTS IMMEDIATE

AMEMBASSY OTTAWA

XMT AMEMBASSY BOGOTA

AMEMBASSY SAN JOSE

C O N F I D E N T I A L STATE 018860

E.O. 11652: GDS

TAGS: OVIP, PFOR, OAS

SUBJECT: OAS REFORM: OUR PROPOSALS

REF: STATE 016547, SECTO 1103

1. AFTER CONSULTATIONS WITH CHIEFS OF MISSION HERE AND VISITS TO KEY LA CAPITALS BY AMBASSADOR MAILLARD AND BOB WHITE, WE HAVE REFINED OUR THINKING ON CHARTER REFORM AND HAVE DEVELOPED A NUMBER OF CONCRETE REFORM PROPOSALS -- SOME RELATED TO THE CHARTER, SOME ADDRESSED TO IMPROVING THE PROGRAMS AND PROCEDURES OF THE ORGANIZATION. OUR THINKING AT THIS JUNCTURE IS THAT WE SHOULD REVEAL THESE IDEAS TO YOUR TWO SYMPATHETIC FOREIGN MINISTERS, IN HOPES OF ELICITING THEIR VIEWS AND COMMENTS AND, OPTIMALLY, THEIR AGREEMENT TO TAKE THE LEAD IN SUPPORTING THE KINDS OF CHANGES WE HAVE IN MIND WITH OTHERS. WE ARE NOT SO SANGUINE AS TO EXPECT WILD ACCLAIM FOR ALL OF OUR NOTIONS; IN FACT, WE WOULD BE PLEASED AT THIS STAGE IF WE GENERATED COUNTER-PROPOSALS WHICH MIGHT LEAD TO THE SAME OBJECTIVES

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WITHOUT THE FASHIONED-IN-WASHINGTON ONUS.

2. BASIS FOR STRUCTURAL AND PROCEDURAL CHANGES WE ARE PROPOSING IS OUR CONCEPTION OF OBJECTIVES OAS REFORM SHOULD ACHIEVE:

A. MAINTAIN OAS ROLE AS TRIGGER FOR RIO TREATY AND AS FORUM FOR OCCASIONAL HIGH LEVEL CONSULTATIONS ON IMPORTANT POLITICAL ISSUES, E.G., HUMAN RIGHTS, AND GLOBAL ECONOMIC INTERDEPENDENCE PROBLEMS.

B. REDUCE THOSE FEATURES OF THE OAS WHICH ENCOURAGE CONFRONTATIONAL POLITICS, ESPECIALLY THE PERMANENT COUNCIL.

C. DIMINISH THE QTE WE-THEY UNQTE ATMOSPHERICS OF THE OAS BY BROADENING MEMBERSHIP TO INCLUDE ALL STATES OF THE HEMISPHERE (EXCEPT THE MINS), INCLUDING CANADA.

D. STREAMLINE OAS DEVELOPMENT ASSISTANCE PROGRAMS; INSIST THAT THEY BE CONFINED TO AREAS OF PROVEN OAS COMPETENCE.

E. REFURBISH THE IMAGE AND REPUTATION OF OAS BY ENCOURAGING GREATER FINANCIAL PARTICIPATION OF OTHER MEMBERS, AND A LEANER, MORE EFFECTIVE SECRETARIAT.

3. STRUCTURE OF THE OAS, WE SUGGEST REPLACING THREE COUNCIL/GENERAL ASSEMBLY FORMAT WITH A SINGLE GENERAL ASSEMBLY TO MEET ONCE A YEAR. EMERGENCY MEETINGS COULD BE CONVENED ANY TIME AT THE REQUEST OF A MEMBER. UNDER AEGIS THE ASSEMBLY, A NUMBER OF STANDING COMMITTEES (ADMIN/BUDGET, TRADE/DEVELOPMENT, LABOR, ETC.) WOULD MEET ON PERIODIC BASIS -- PERHAPS QUARTERLY -- TO PROVIDE GUIDANCE FOR PERTINENT OAS ACTIVITIES. COMMITTEES COULD RECOMMEND TO ASSEMBLY CONVOCAION OF SPECIAL MINISTERIAL LEVEL CONFERENCES INVOLVING APPROPRIATE MEMBER COUNTRY OFFICIALS AS THE NEED AROSE. COMMITTEES WOULD BE STAFFED, NOT BY PERMANENT DIPLOMATIC DELEGATIONS, BUT BY TECHNICAL EXPERTS FROM MEMBER COUNTRIES. TO ASSURE RAPID RESPONSIVENESS OF ORGANIZATION TO RIO TREATY EMERGENCIES, A STANDING PEACEKEEPING COMMITTEE COULD BE

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EMPOWERED TO ACT AS PROVISIONAL MEETING OF CONSULTATION UNTIL FOREIGN MINISTERS CAN BE BROUGHT TOGETHER. COMMITTEE MIGHT BE COMPOSED OF MEMBERS' AMBASSADORS ACCREDITED TO THE COUNTRY DESIGNATED THE SITE OF THE COMMITTEE (WE WOULD PREFER WASHINGTON). IN OUR OPINION THIS STRUCTURE WOULD CONTRIBUTE TO A MORE EFFICIENT OAS BY BRINGING MAXIMUM TECHNICAL EXPERTISE TO BEAR WHILE REDUCING POLITICAL DISCORD. IT WOULD ALSO PROMOTE

INCREASED ATTENTION TO OAS AFFAIRS AMONG REAL
DECISION MAKERS IN MEMBER STATES' CAPITALS.

4. DEVELOPMENT PROGRAMS. WE BELIEVE OAS ASSISTANCE
PROGRAMS WOULD BENEFIT FROM STRUCTURAL CHANGES ABOVE
BECAUSE TECHNICIANS AND DEVELOPMENT DECISION MAKERS
WOULD BE MORE DIRECTLY INVOLVED IN CONSULTATIONS ON
DEVELOPMENT ISSUES. THESE CHANGES ALSO WOULD DIMINISH
TENDENCY OF PRESENT SYSTEM TO POLITICIZE ALL ISSUES.
IN ADDITION WE HOPE NEW STRUCTURE WOULD RESULT IN
CORRESPONDING SECRETARIAT REORGANIZATION TO BRING ALL
PROGRAMS UNDER A SINGLE MANAGERIAL ROOF ENDING PRESENT
DUPLICATION OF EFFORT AND WASTE. WE HOPE OTHER MEMBERS
WILL AGREE ALSO THAT GREATER EMPHASIS SHOULD BE PLACED
ON LIMITING OAS PROGRAMS TO THOSE OTHER AGENCIES CANNOT
PROVIDE AND ON MAKING PRESENT DEVELOPMENT PLANNING
MECHANISMS MORE RESPONSIVE TO THE NEEDS OF THE MEMBERS.

5. OAS BUREAUCRACY: THE RESTRUCTURING OF THE COUNCIL
SYSTEM AND THE RATIONALIZATION OF OAS DEVELOPMENT PROGRAMS
SHOULD RESULT IN REDUCTION OF OAS PERSONNEL AND OTHER
SECRETARIAT ECONOMIES. IN ADDITION, WE THINK A NUMBER OF
MARGINAL, NON-PROGRAMMATIC SECRETARIAT SERVICES AND
ACTIVITIES COULD BE IDENTIFIED AND ELIMINATED.

6. MEMBERSHIP. WE SUGGEST ELIMINATION OF ARTICLE 8
RESTRICTION AND REDUCING REQUIREMENT FOR APPROVAL OF NEW
MEMBERS TO SIMPLE MAJORITY VOTE OF GENERAL ASSEMBLY.
AT THE SAME TIME WE WOULD ESTABLISH AN ASSOCIATE MEMBER
STATUS FOR NEW MEMBERS UNABLE OR UNWILLING TO PAY A NEW
MINIMUM ASSESSED CONTRIBUTION FOR VOTING MEMBERS SET AT
1/2 OF 1 PERCENT OF THE TOTAL BUDGET. OUR GOAL HERE IS TO
APPROACH UNIVERSALITY OF MEMBERSHIP, BUT AT SAME TIME TO
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KEEP THE ORGANIZATION FROM BEING OVERWHELMED BY A LARGE
NUMBER OF VOTING MINI-STATES. THE HOPE IS THAT THE NEW
CONTRIBUTION SCALE WOULD INDUCE THE POTENTIAL MINIS (ST.
KITTS, ANGUILLA, ETC.) TO OPT FOR ASSOCIATE MEMBERSHIP,
GIVING THEM THE RIGHT TO PARTICIPATE WITHOUT VOTE IN ALL
DEVELOPMENT CONSULTATIONS WITH PAYMENT OF NOMINAL ANNUAL
CONTRIBUTION OR, PERHAPS NONE AT ALL. WE FAVOR DISCUS-
SIONS WITH CANADA TO INFORM THE GOC FULLY OF OUR OAS
REFORM INTENTIONS IN HOPES IT MIGHT CONSIDER JOINING A
RENOVATED ORGANIZATION AS A FULLY PARTICIPATING MEMBER.
WE RECOGNIZE THAT ALTERING CONTRIBUTION SCALE AND DISTIN-
GUISHING BETWEEN CATEGORIES OF STATES IS TOUCHY
BUSINESS IN INTERNATIONAL ORGANIZATIONS, BUT THE NUMBER
OF POTENTIAL CARIBBEAN ISLAND STATES
COULD EVENTUALLY OVERWHELM THE CORE ELEMENTS OF THE OAS

UNLESS DISTINCTIONS ARE DRAWN. ASSOCIATE MEMBERSHIP
WOULD DRAW THESE STATES INTO DEVELOPMENT/TRADE

PROCESSES OF OAS WITHOUT DILUTING PEACEKEEPING/POLITICAL
CONSULTATION FUNCTION UNDULY. WE HOPE MINIMUM CONTRIBU-
TION IDEA WOULD NOT ONLY REQUIRE MINIS TO OPT FOR
ASSOCIATE STATUS, BUT WOULD ALSO INCREASE STAKE OF FULL
MEMBERS IN EFFECTIVE PROGRAMS
AND MORE EFFICIENT SECRETARIAT AND REDUCE APPEARANCE OF
U.S. DOMINATION OF THE ORGANIZATION RESULTING FROM
PRESENT FINANCING SCHEDULE (U.S. PAYS 67 PERCENT). OUR
GENERAL OBJECTIVE IN THIS APPROACH TO MEMBERSHIP IS BELIEF
THAT RESULTING BROADENED MEMBERSHIP, ESPECIALLY THE
ADDITION OF CANADA, WOULD TEND TO BRING MORE CONFLICTING
INTERESTS INTO THE ORGANIZATION AND THUS, PERHAPS, REDUCE
THE TENDENCY TO GANG UP ON THE U.S.

7. CONCLUSION. THESE PROPOSALS ARE ADVANCED FOR DIS-
CUSSION IN HOPES FONMINS WILL REALIZE WE DO NOT INSIST
THAT ANY OR ALL OF THEM IS ESSENTIAL TO SURVIVAL OR
QUANTUM IMPROVEMENT IN PERFORMANCE OF OAS. RATHER,
OUR PURPOSE IS TO DEMONSTRATE SERIOUS INTEREST WE TAKE
IN UPGRADING IMAGE AND ROLE OF THE OAS, WILLINGNESS TO
COOPERATE IN JOINT EFFORT AND APPRECIATION FOR
FONMINS' OFFERS TO TAKE PERSONAL ROLE IN REFORM.

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8. FOR SAN JOSE AND BOGOTA. OUR STRATEGY IS TO TRY
THESE IDEAS FIRST ON FACIO AND LIEVANO BECAUSE THEY
WERE MORE RECEPTIVE TO MAILLIARD/WHITE EXPLANATIONS OF
INITIATIVE IN DECEMBER. SUBSEQUENT STEPS WILL DEPEND
LARGELY ON RECEPTION THEY GIVE PROPOSALS AND POSSIBILITY,
INDEED OUR HOPE, THEY WILL OFFER REFINEMENTS OR COUNTER
PROPOSALS OF THEIR OWN. THEREFORE, IF YOU AGREE, BILL
ROGERS WILL TAKE ADVANTAGE OF HIS VISIT TO BOGOTA IN
JANUARY TO JOIN THE AMBASSADOR IN A CALL ON THE
FONMIN TO DISCUSS THESE IDEAS AND WILL EXTEND HIS TRIP
TO INCLUDE A STOP IN SAN JOSE FOR THE SAME PURPOSE.

9. FOR ALL OTHER ADDRESSEES. WE ARE FORWARDING THIS
CABLE TO YOU FOR YOUR INFORMATION AND REQUEST THAT YOU
NOT REPEAT NOT DISCUSS ITS CONTENTS WITH HOST COUNTRY
OFFICIALS. WE SHALL BE CONSIDERING WHICH IF ANY
ADDITIONAL FONMINS TO BROACH OUR THOUGHTS WITH AFTER
WE HAVE REACTIONS FROM INITIAL EFFORT IN SAN JOSE AND
BOGOTA.

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